
Program Charter

For

Facilities

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1. EXECUTIVE SUMMARY

NOAA's Real Property inventory includes land, owned and leased occupied buildings, and other structures (warehouses, piers, etc.). These facilities are located throughout the 50 States, Guam, Puerto Rico, and Pacific Region. The program's scope encompasses all new construction, major and minor renovation and repair, operations and maintenance of the real property inventory, facilities physical security, and environmental compliance projects affecting facilities.

The NOAA Facilities Program comprises the following interrelated functional areas:

- A. Capital Planning and Budgeting: The objective of this component is to ensure that NOAA's facility portfolio is appropriately aligned to support accomplishment of the Agency Strategic Plan goals and objectives. This program component is responsible for long-range facilities program planning, policy development, and program execution. It supports the development of all facilities capital and operating plan and budget processes, including those required under NOAA Planning, Programming, Budgeting, and Execution System (PPBES); and is responsible for the development and execution of the performance metrics/management/reporting program for the facilities management program in accordance with the Facility Program Business Model (described below).
- B. Project Planning and Management: The objective of this component is to ensure the effective planning and life-cycle project management of investments (either major capital investments in new or replacement facilities, or investments in repair/maintenance of existing facilities) selected and approved under NOAA's capital investment program. This component manages NOAA's facilities construction projects (for both new facilities, rehabilitation and repair); establishes standard policies and processes for project planning, project management, and progress/performance metrics (including earned value management reporting); coordinates the development of alternatives (e.g., build, lease, renovate), selection of service provider (e.g., OCAO, Corps of Engineers) and acquisition strategy (e.g., number and types of contracts, fixed priced, cost plus award fee) for the construction projects; and provides executive level oversight, coordination, and reporting for all major construction projects.
- C. Asset Management and Maintenance: The objective of this component is to ensure the effective operations and maintenance of assets within the current NOAA facility portfolio. This component provides an integrated facility condition assessment capability. It provides policy, oversight, and direction to ensure effective real property acquisition support (including capital and operating leases) and asset management services for NOAA's real property portfolio (including total cost of ownership and operations, and investments in cyclic repair and maintenance).
- D. Asset Disposal: The objective of this component is to ensure the timely identification of real property assets for disposal and the effective execution of such disposals. This includes ensuring that the disposal follows the required approvals and clearances outlined in the Federal Management Regulations. The execution of asset disposal also involves the Department of Commerce and the General Services Administration.

As a Program Support Sub-Goal, the Facilities Program supports all of the Mission Goals and Programs, as well as the other critical Mission Support Programs.

Program Management:

The Facility Program Business Model enables effective management of the facilities program by providing a structure and framework and assigning responsibilities and accountability for planning, programming, budgeting, and execution of capital investments.

Facilities capabilities are categorized as:

- Management Infrastructure: organizational resources and governance policies, processes, transactional and informational databases, and performance measurement systems to plan and manage the NOAA real property portfolio.
- Sustainment: the process of providing for sufficient repair and maintenance to keep a facility at a prescribed level of condition. Includes regularly scheduled maintenance as well as anticipated major repairs or replacement of components that occur periodically over the expected life of the facilities.
- Restoration: repair and replacement work (“minor” projects under prospectus level—presently \$2.4M) to fix facilities damaged by inadequate sustainment, excessive age, natural disasters, fires, accidents, or other causes.
- Recapitalization/Replacement: major (≥\$2.4M) renovation, reconstruction or modernization activities, including replacement of individual facilities, necessary to keep an existing inventory of facilities modern and relevant in an environment of changing standards and missions.
- Consolidation/Regionalization: major construction/development activities designed to consolidate currently dispersed NOAA owned or leased facilities into a smaller number of consolidated/collocated facilities.

<http://www.corporateservices.noaa.gov/~nfo/caorpflhome.html>

2. PROGRAM REQUIREMENTS

A. Requirements Drivers

1) General

- a) DOC Real Property Handbook, Chapter 2, establishes the authority to perform real property activities. Secretary, DOC has delegated all appropriate authority and responsibility for conducting DOC's real property program to the Chief Financial Officer and Assistant Secretary for Administration (CFO/ASA). The CFO/ASA has delegated the DOC real property program authority, to appropriate levels within DOC. The Under Secretary for Oceans and Atmosphere and Administrator (US-NOAA) and the Director, Office of Administrative Services (OAS), DoC, are delegated, in their respective areas the following: (1) The authority to acquire real property, or any interests therein; (2) The authority to undertake new construction (including site selection, preparation and utilities provision), repairs, alterations, improvement and restoration projects that have been approved and lawfully funded by Operating Unit (OU) Heads, or their designated representatives; (3) The authority to perform operation, maintenance and related facilities management activities; and (4) The authority to assign, transfer, or dispose of real property, or any interests therein.
- b) Department Operating Order (DOO) 10-5, designates the Assistant Secretary of Commerce to carry out the Secretary's responsibilities for protecting the Department's assets, operations, and personnel; to serve as “agency head” under the authorities in 41 U.S.C. Chapter 4, and 48 CFR Chapter 1, regarding purchases and contracts for property or services. It also specifies that the Director for Administrative Services shall be responsible for the development of Department-wide policy, oversight, and any management systems for real property; serving as

liaison with the General Services Administration (GSA) on all Government-wide real property programs; coordinating the approval of prospectus level construction and lease-related acquisitions nation-wide.

- c) DDO 20-1 further assigns responsibility to the Director of Administrative Services to establish Department-wide policy and procedures for the acquisition, management, and disposal of real property; and serve as liaison with the GSA on all government-wide real property programs; and oversee major real property projects and coordinate facilities requirements Department-wide; and manage the nation-wide Departmental building delegation program. It further specifies the Office of Real Estate Policy and Major Programs shall be responsible for implementing Federal and Departmental policy, planning and programs for the acquisition, use, management and disposal of real property; develop, maintain and update the Real Property Management Manual.

Relative to the specific Facilities Program functional areas identified in the Executive Summary, additional drivers are cited below:

2) Capital Planning and Budgeting

- a) OMB Circular A-11, Preparation, Submission, and Execution of the Budget. OMB Circular A-11 establishes policy for planning, budgeting, acquisition and management of capital assets and provides instructions for budget justifications and reporting requirements.
- b) OMB Circular A-131, Value Engineering. This Circular requires Federal Departments and Agencies to use value engineering (VE) as a management tool, where appropriate, to reduce program and acquisition costs.

3) Asset Management and Maintenance

- a) Executive Order 13327, Federal Real Property Asset Management. Based on this policy, executive branch departments and agencies shall recognize the importance of real property resources through increased management attention, the establishment of clear goals and objectives, improved policies and levels of accountability, and other appropriate action.
- b) Executive Order 13287, Preserve America, requires agencies to encourage, support, and foster public-private initiatives and investment in the use, re-use and rehabilitation of historic properties.
- c) Department of Commerce Real Property Management Manual. The Department of Commerce (DOC) Real Property Management Manual is the Department's single authoritative reference for real property management policy and procedures. This Manual should be consulted to determine department-wide policy and procedures governing all real property management activities.
- d) FAR Part 36 Policies and procedures pertinent to contracting for construction and architect-engineer services are prescribed by Part 36 (http://www.arnet.gov/far/current/pdf/FAR_book.pdf) of the Federal Acquisition Regulations (FAR). Construction and architect-engineer contracts are also subject to other parts of these regulations.

4) Project Planning and Management

- a) General Services Administration "Facilities Standards for the Public Building Service" (PBS P100). This GSA standard references other building standards maintained and established by code and standards organizations, Federal Code and Regulation requirements, Executive Order, and other relevant industry wide accepted design and project guidance including: life safety codes; energy standards;

general building codes; environmental requirements (e.g., asbestos abatement); Federal Art in Architecture policy and guidance; HVAC requirements; security requirements; structural requirements; metrication. These standards are nationally recognized model building codes. Each new facility acquisition project advanced shall be predicated upon utilization of these standards. These standards are the minimum and, depending on mission, may be strengthened. Any exception to these standards shall be fully justified and approved as a part of the scoping and design phases of the project. Standards which provide requirements include:

- o Section 1.3 Codes and Standards: Federal Laws, Nationally recognized codes, State and Local Codes, Zoning Laws, Rules regarding Inspections
 - o Section 1.4 Commissioning: ensuring commissioning requirements are reflected in design criteria
 - o Section 1.5 Guides: Standard Building Types, Landscaping, Historic Buildings, Security, and Site Selection
 - o Section 1.6 Environmental Policies and Practices: LEED Certification, Sustainable Design
 - o Section 1.7 Energy Conservation: Consumption Reduction Goals, LEED Certification
 - o Section 1.8 Life Cycle Costing
 - o Section 1.10 Accessibility Design: Uniform Federal Accessibility Standards
 - o Appendix A Submission Requirements
- b) The National Environmental Policy Act (NEPA) of 1969, which influences facilities alternatives and design approaches by requiring Environmental Assessments and Environmental Impact Statements. (This driver is shared with the Administrative Services Program. The Facilities Program NEPA drivers are those which are inherent to the capital planning process, such as Environmental Assessments (EA), Environmental Impact Statements EIS), and Findings of No Significant Impact (FONSI), and are different from those covered by the Administrative Services Program Charter, which includes the Safety and Environmental Compliance Office (SECO). See paragraph 5.A. below)
- c) NAO 217-104, Facility Capital Planning and Project Management Policy, prescribes the National Oceanic and Atmospheric Administration (NOAA) policy for facility capital planning and project management. It establishes a coherent and consistent process for the selection of capital investments for construction and repair and for the management of approved facility construction and repair projects, and assigns responsibility to OCAO for overseeing and executing the process.

B. Mission Requirements

The Facilities Program's mission requirements are to:

- 1) Ensure that NOAA's facility portfolio is appropriately aligned to support accomplishment of the Agency Strategic Plan goals and objectives;
- 2) Ensure the effective operations and maintenance of assets within the current NOAA facility portfolio; and
- 3) Ensure the effective and life-cycle project management of investments (either major capital investments in new or replacement facilities, or investments in repair/maintenance of existing facilities) selected and approved under NOAA's capital investment program.

3. LINKS TO THE NOAA STRATEGIC PLAN

- A. Goal Outcomes: The Facilities Program supports the following Critical Support Goal Outcomes:
 - 1) A safe operating environment with efficient and effective financial, administrative, and support services; and
 - 2) A sustainable and strategic master planning process with a 5 to 10 year planning horizon.
- B. Goal Performance Objectives: The Facilities Program supports the following Critical Support Goal Objectives:
 - 1) Improve Safety and Other Condition Indices for Facilities.
 - 2) Increase the number of facilities with improved co-location of NOAA services and partners.
- C. Goal Strategies: The Facilities Program supports the following Critical Support Goal Strategy: Plan for, construct, and maintain facilities, including co-locating facilities among NOAA entities and external partners to allow for consolidation of services.

4. PROGRAM OUTCOMES

- A. A safe operating environment with efficient and effective support services.
- B. A policy of procedures and valuation criteria that aligns goals, objectives, and values of Mission Goals and Programs to achieve NOAA's overall mission
- C. Integration of facilities investment decisions into the strategic planning process and evaluation of facilities as mission enablers.

5. PROGRAM ROLES AND RESPONSIBILITIES

This program is established and managed with the procedures established in the NOAA Business Operations Manual (BOM). Responsibilities of the Program Manager are described in the BOM. Responsibilities of other major participants are described below.

- A. Participating Line Office, Staff Offices, and Council Responsibilities
 - 1) In accordance with the Facilities Program Business Model, OCAO is responsible for those assets designated as corporate campuses, to include sustainment, identification of new restoration and recapitalization requirements, and conducting condition assessments. For all NOAA assets, OCAO is responsible for consolidating, programming, budgeting, and executing restoration and recapitalization requirements,
 - 2) NOAA Line Offices are responsible for their real property inventories, to include planning, programming, budgeting, and executing sustainment requirements, identification and submission of new restoration and recapitalization requirements to OCAO, and conducting condition assessments.
 - 3) In collaboration with Line Offices, Mission Goals/Programs are responsible for planning, programming, budgeting, and executing sustainment requirements.
 - 4) General Counsel reviews all MOUs and MOAs to ensure legality of content. GCECS is also responsible for advising Line Offices, the OCAO Safety and Environmental Compliance Office (SECO) (which is included in the Administrative Services Program), Planning and Project Management Division, and Real Property Management Division on issues related to the Agency's compliance with applicable environmental and safety laws and regulations. Areas of specific guidance include environmental assessment requirements for the transfer or acquisition of property.
 - 5) Safety Council oversees Line Office and Staff Office Safety related actions and policies

which indirectly affect facilities decisions.

- 6) CFO Council oversees Line Office and Staff Office actions and policy decisions which include facilities-related decisions.
 - 7) The Administrative Services Program includes SECO, which provides input to the Facilities Program in developing Current Baseline and 100% Requirements for facilities-related environmental and safety concerns, as well as technical support in review of environmental studies and products, solutions to environmental problems.
 - B. External Agencies/Organization Responsibilities. In an effort to promote collaboration and effectiveness across NOAA and with external partners, the Facilities Program pursues opportunities to work with other agencies and partners in to consolidate facilities and share space.
 - 1) DOC Acquisition Review Board, which review investments greater than \$5,000,000.
 - 2) DOC Federal Real Property Council, which was formed in June 2005 to ensure DOC compliance with EO 13227, one of the mission drivers cited above.
 - 3) GSA, for GSA assigned facilities, is responsible for the repair and upkeep of buildings in accordance with GSA standards.
 - 4) Non-GSA lessors, who are responsible for specific Operations and Maintenance activities covered by the lease.
 - 5) University partners and collocated agencies are responsible for complying with terms of their agreements.
6. END USERS OR BENEFICIARIES OF PROGRAM
- A. NOAA Employees – The Program provides a safe working environment to enhance productivity and morale.
 - B. NOAA Managers, Mission Goals, Sub-Goals, Programs, Councils and Committees – The Program enables all levels of managers to better accomplish their missions
 - C. External Agencies/Organizations (see 5B).
 - D. Customers and Constituents – The Program enhances relationships with customers and constituents by providing modern, state-of-the-art buildings that support the program needs.
 - E. Academic community, scientific community, and other visitors or part time users of NOAA facilities.